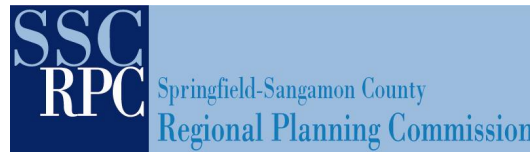


# Information Brief For Citizens' Efficiency Commission



Oct. 26, 2011

## **Key findings:**

After a consideration of various sources the SSCRPC finds:

- There is no existing and useful taxonomy in the literature regarding general local government functions.
- Some approaches to classification exist, such as those arising from budget or expenditure categories, or very broad service areas.
- The SSCRPC identified 17 broad functional areas as well as their subordinate functions for consideration by the CEC.

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## **General Local Government Functions: A Preliminary Review**

### **Background**

Since the mission of the Citizens' Efficiency Commission (CEC) for Sangamon County is to "improve local government economy, efficiency and effectiveness by assessing and proposing opportunities for improved cooperation, coordination and reduction or elimination of duplication of effort and the sharing of services between and among local governments in Sangamon County", the question arises as to how the CEC might focus its investigations?

Believing that one approach might be to begin the study by focusing on basic local government functions, the Springfield-Sangamon County Regional Planning Commission (SSCRPC) attempted to identify and categorize them. Unfortunately this is not an easy task, as a review of the literature found no taxonomy in general use.

Some approaches do exist. For example, the U.S. Bureau of the Census' *Census of Governments* provides some assistance as it lists expenditures by category. Unfortunately expenditure categories do not describe "functions" very well. Appendix A, below, offers an example, drawing from just a portion of the Census of Governments data sets.

There are other, more general, classification systems, but they tend to address very broad service functions (i.e., emergency services, parks and recreation, public transportation, public works) based upon departmental structures. Appendix B, taken from Wikipedia, offers a good example.

In other cases the listings are simple recitations of the nature of the districts involved, such as that given in the *Legislator's Guide to Local Government in Illinois*, which was produced by the Illinois Commission on Intergovernmental Cooperation in March 2003.

In the development of this preliminary review, the SSCRPC attempted to combine these sources and others to produce a working list. In it a *function* is considered to be a specific and high order duty or role of municipal government that might be addressed by many governmental bodies or their subunits. For example, all governmental agencies keep records, so this is a general function, and there is no reason to describe it as "public health record keeping", or "corrections record keeping", and so forth. The same is true of construction. The construction of a road might be considered a "transportation" project, but it is more generally a capital project, so we have not set up road construction as a separate "function" from other capital construction functions.

We also include what we call *subordinate functions* to better describe duties or activities often necessary to carry out the general function. In some cases we have also included a list of items that we believe fall under a subordinate function so as to offer a clearer picture of it. In all, 17 general functions of local government are identified in this preliminary work.

<b>GENERAL FUNCTION OF LOCAL GOVERNMENT</b>	<b>SUBORDINATE FUNCTIONS</b>	<b>Including</b>
<b>1. Administrative &amp; Routine Functions</b>		
	<i><b>Records Keeping</b></i>	Records Development, Maintenance & Storage.
	<i><b>Coordination &amp; Management of Boards &amp; Commissions</b></i>	
<b>2. Capital Facilities, Infrastructure &amp; Equipment Functions</b>		
	<i><b>Facilities</b></i>	Building & Grounds Maintenance; Building Security; Capital Project Engineering; Capital Project Construction; Capital Project Construction Management; Real Estate Property Management; Warehousing & Storage.
	<i><b>Infrastructure</b></i>	Infrastructure Maintenance; Infrastructure Security; Capital Project Engineering; Capital Project Construction; Capital Project Construction Management; Real Estate Property Management.
	<i><b>Fleets</b></i>	Fleet Planning & Management; Fleet Preventive Maintenance; Fleet Repairs.
	<i><b>Other Capital Equipment</b></i>	
<b>3. Communication Functions</b>		
	<i><b>Printing &amp; Publications</b></i>	
	<i><b>Public &amp; Press Information</b></i>	
	<i><b>Radio Dispatch</b></i>	

<b>4. Community &amp; Economic Development Functions</b>		
	<b><i>Economic Development</i></b>	Business Retention, Expansion & Attraction; Enterprise Zone Administration; Special Project Areas Administration [e.g., Business District Administration, TIF Administration]; Conventions & Tourism.
	<b><i>Historic Preservation &amp; Sites</i></b>	
	<b><i>Housing</i></b>	Affordable Housing Development; Blighted Property Clearance; Housing Grievances; Shelters.
	<b><i>Social Services</i></b>	Disability Assistance; Elder Programs & Assistance; Low Income Energy Assistance; Low Income Medical Services; Public Assistance; Transition Assistance.
<b>5. Election Functions</b>		
	<b><i>Districting &amp; Redistricting</i></b>	
	<b><i>Election Administration</i></b>	
	<b><i>Election Reporting</i></b>	
<b>6. Environmental Protection Functions</b>		
	<b><i>Energy Use Reduction</i></b>	
	<b><i>Floodplain Regulation &amp; Management</i></b>	
	<b><i>Refuse &amp; Waste</i></b>	Recycling; Garbage & Refuse Collection & Disposal; Landfill Operation & Regulation; Hazardous Waste Disposal; Yard Waste Disposal.
	<b><i>Soil &amp; Water Conservation</i></b>	Drainage District Management and Operations.
<b>7. Fiscal Administration Functions</b>		
	<b><i>Auditing</i></b>	
	<b><i>Borrowing and Bonding</i></b>	
	<b><i>Budgeting</i></b>	Budget Development; Budget Monitoring & Adjustment; Financial Reporting.
	<b><i>Cash Management &amp; Treasury Functions</i></b>	Debt Collection & Collection Enforcement; Investment.
	<b><i>General Accounting</i></b>	
	<b><i>Grants &amp; Contracts</i></b>	Grant & Contract Proposal Development & Review; Grants & Contract Accounting & Management.
	<b><i>Payroll Management</i></b>	Payroll Accounting; Payroll Administration.
	<b><i>Procurement</i></b>	Purchase Orders & Contracts; RFPs, RFQs & RFIs.
	<b><i>Property Assessment &amp; Appraisal</i></b>	
	<b><i>Risk Management</i></b>	Employee Benefits Administration; Liability & Property Insurance; Safety Programs.
	<b><i>Tax Billing &amp; Collection</i></b>	
<b>8. Human Resources Functions</b>		
	<b><i>Compensation &amp; Classification</i></b>	
	<b><i>Disability Compliance</i></b>	
	<b><i>Equal Employment Opportunity</i></b>	
	<b><i>Education &amp; Training</i></b>	
	<b><i>Recruitment &amp; Testing</i></b>	
	<b><i>Worker's Compensation</i></b>	

<b>9. Information Technology Functions</b>		
	<i>Accounting System Support</i>	
	<i>Application Development</i>	
	<i>Data &amp; Network Security</i>	
	<i>Email Support &amp; Management</i>	
	<i>Geographic Information Systems</i>	
	<i>Technical Support &amp; Help Desk</i>	
	<i>Vendor Management</i>	
<b>10. Legal &amp; Judicial Functions</b>		
	<i>Legal Assistance &amp; Services</i>	
	<i>Legal Support &amp; Opinions</i>	
	<i>Civil Matters</i>	
	<i>Criminal Matters</i>	
	<i>Jury Call &amp; Management</i>	
<b>11. Parks, Recreational &amp; Cultural Functions</b>		
	<i>Greenways, Gardens, Forests &amp; Corridors Establishment and Management</i>	Conservation & Forest District Management and Operation.
	<i>Parks Operation</i>	
	<i>Playgrounds Operation</i>	
	<i>Recreational Activities &amp; Management</i>	Athletic Facilities Activities & Operations; Golf Course Operation; Marinas; Pool Facilities & Operations; Recreational Centers Operation.
	<i>Cultural Services</i>	Libraries, Museums, Stadiums, Halls & Civic Centers, Arenas, and Zoo Activities, Operations and Administration.
<b>12. Planning Functions</b>		
	<i>Capital Improvement Planning</i>	
	<i>Comprehensive &amp; Land Use Planning</i>	Development Review & Regulation; Zoning.
	<i>Environmental Planning</i>	
	<i>Transportation Planning</i>	
<b>13. Public Education Functions</b>		
	<i>General Administration</i>	Certification
	<i>General Elementary Education</i>	
	<i>General Secondary Education</i>	
	<i>Higher Education &amp; Auxiliary Enterprises</i>	
	<i>Job Training &amp; Technical/Vocational Education</i>	
	<i>Special Needs Education</i>	
<b>14. Public Health Functions</b>		
	<i>Ambulance &amp; EMS</i>	
	<i>Animal Services</i>	Animal Control; Animal Shelter.
	<i>Death Investigation</i>	Coroner.
	<i>Environmental Health Services</i>	Inspections.
	<i>Insect Control</i>	Mosquito Abatement.
	<i>Physical Health Services</i>	Disease Prevention; Inspections.
	<i>Mental Health Services</i>	Drug & Alcohol Abuse.

<b>15. Public Safety Functions</b>		
	<b><i>Building Safety Regulation</i></b>	Building Code Enforcement & Inspections; Regulation & Demolition of Unsafe and Dangerous Structures.
	<b><i>Corrections</i></b>	Adult Population; Inmate Transport; Juvenile Population; Probation & Parole.
	<b><i>Emergency Management Services</i></b>	911 & Dispatch; Emergency & Disaster Response; HazMat Mitigation; Preparedness Planning.
	<b><i>Fire Services</i></b>	Firefighting; Fire Prevention.
	<b><i>Flood Protection</i></b>	
	<b><i>Liquor Regulation</i></b>	
	<b><i>Police Services</i></b>	Canine Units; Criminal Investigation; Firing Range; Forensics; Patrol; Special Units.
	<b><i>Rescue</i></b>	
	<b><i>Traffic Safety</i></b>	Motorized; Non-Motorized [Crossing Guards].
<b>16. Public Works Functions</b>		
	<b><i>Parking Services</i></b>	
	<b><i>Towing Services</i></b>	
	<b><i>Utilities</i></b>	Communications & CTV [Production, Distribution]; Electric [Production, Distribution]; Natural Gas [Generation, Distribution]; Sanitary Sewerage [Collection, Treatment]; Storm Water Sewerage; Potable Water [Treatment, Distribution].
<b>17. Transportation Functions</b>		
	<b><i>Air Transportation</i></b>	Airports.
	<b><i>Roads &amp; Bridges</i></b>	Cleaning & Clearing; Construction; Maintenance; Signs & Signals; Striping.
	<b><i>Trails &amp; Pedestrian Ways</i></b>	
	<b><i>Transit Services</i></b>	

## Appendix A

### Sample of Item Codes Used by Census of Governments

#### Item Codes and Short Descriptions

Item Code	Description
E01	Current Operations - Air Transportation
E03	Current Operations - Miscellaneous Commercial Activities, NEC
E04	Current Operations - Correctional Institutions
E05	Current Operations - Corrections - Other
E12	Current Operations - Elementary and Secondary Education
E16	Current Operations - Higher Education Auxiliary Enterprises
E18	Current Operations - Other Higher Education
E21	Current Operations - State Education - Other
E22	Current Operations - Social Insurance Administration
E23	Current Operations - Financial Administration
E24	Current Operations - Local Fire Protection
E25	Current Operations - Judicial and Legal Services
E26	Current Operations - State Legislative Services
E29	Current Operations - Central Staff Services
E31	Current Operations - General Public Buildings
E32	Current Operations - Health - Other
E36	Current Operations - Hospitals
E44	Current Operations - Regular Highways
E45	Current Operations - Toll Highways
E50	Current Operations - Housing and Community Development
E52	Current Operations - Libraries
E55	Current Operations - State Fish and Game
E56	Current Operations - State Forestry
E59	Current Operations - Natural Resources - Other
E60	Current Operations - Parking Facilities
E61	Current Operations - Parks and Recreation
E62	Current Operations - Police Protection
E66	Current Operations - Protective Inspection and Regulation, NEC
E73	Current Operations - Welfare, Payments to Medicare Trust Fund (NEW for 2007; previously S74)
E74	Current Operations - Public Welfare, Vendor Payments for Medical Care
E75	Current Operations - Public Welfare, Vendor Payments for Other Purposes
E77	Current Operations - Public Welfare Institutions
E79	Current Operations - Public Welfare - Other
E80	Current Operations - Sewerage
E81	Current Operations - Solid Waste Management
E85	Current Operations - State Veterans' Services
E87	Current Operations - Sea and Inland Port Facilities
E89	Current Operations - General - Other
E90	Current Operations - Liquor Stores
E91	Current Operations - Water Utilities
E92	Current Operations - Electric Utilities

E93	Current Operations - Gas Utilities
E94	Current Operations - Transit Utilities
M01	Intergovernmental to Local NEC - Air Transportation
M04	Intergovernmental to Local NEC - Correctional Institutions
M05	Intergovernmental to Local NEC - Corrections - Other
M12	Intergovernmental to Local NEC - Elementary and Secondary Education
M18	Intergovernmental to Local NEC - Other Higher Education
M21	Intergovernmental to Local NEC - State Education - Other
M23	Intergovernmental to Local NEC - Financial Administration
M24	Intergovernmental to Local NEC - Local Fire Protection
M25	Intergovernmental to Local NEC - Judicial and Legal Services
M29	Intergovernmental to Local NEC - Central Staff Services
M30	Intergovernmental to Local NEC - General Support
M32	Intergovernmental to Local NEC - Health - Other
M36	Intergovernmental to Local NEC - Hospitals
M44	Intergovernmental to Local NEC - Regular Highways
M50	Intergovernmental to Local NEC - Housing and Community Development
M52	Intergovernmental to Local NEC - Libraries
M55	Intergovernmental to Local NEC - State Fish and Game
M56	Intergovernmental to Local NEC - State Forestry
M59	Intergovernmental to Local NEC - Natural Resources - Other
M60	Intergovernmental to Local NEC - Parking Facilities
M61	Intergovernmental to Local NEC - Parks and Recreation
M62	Intergovernmental to Local NEC - Police Protection
M66	Intergovernmental to Local NEC - Protective Inspection and Regulations
M67	Intergovernmental to Local NEC - Public Welfare - Categorical Assistance Programs
M68	Intergovernmental to Local NEC - Public Welfare - Cash Assistance Programs
M79	Intergovernmental to Local NEC - Public Welfare - Other
M80	Intergovernmental to Local NEC - Sewerage
M81	Intergovernmental to Local NEC - Solid Waste Management
M87	Intergovernmental to Local NEC - Sea and Inland Port Facilities
M89	Intergovernmental to Local NEC - General - Other
M91	Intergovernmental to Local NEC - Water Utilities
M92	Intergovernmental to Local NEC - Electric Utilities
M93	Intergovernmental to Local NEC - Gas Utilities
M94	Intergovernmental to Local NEC - Transit Utilities

## **Appendix B**

### **Municipal Functions Based Upon Typical Departments: Example from Wikipedia**

Though cities differ in the division of responsibility, the typical arrangement is to have the following departments handle the following roles:

1. Urban planning/zoning
2. Economic development/tourism
3. Public works - construction and maintenance of all city-owned or operated assets, including the water supply system, sewer, streets, stormwater, snow removal, street cleaning, street signs, vehicles, buildings, land, etc.
4. Parks and recreation - construction and maintenance of city parks, common areas, parkways, publicly-owned land, operation of various recreation programs and facilities
5. Police
6. Fire
7. Emergency medical services
8. Emergency management
9. Accounting/finance - often tax collection, audits
10. Human resources - for city workers
11. General counsel/city attorney/risk management - legal matters such as writing municipal bonds, ensuring city compliance with state and federal law, responding to citizen lawsuits stemming from city actions or inactions.
12. Transportation (varies widely) - if the city has a municipal bus or light rail service, this function may be its own department or it may be folded into the another of the above departments.
13. Information technology - supports computer systems used by city employees; may be also responsible for a city website, phones and other systems.
14. Housing department
15. Municipal court

### **Information compiled by Norm Sims, SSCRPC, and prepared for the Citizens' Efficiency Commission for Sangamon County.**

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Through the work of its professional staff, the Springfield-Sangamon County Regional Planning Commission (SSCRPC) provides overall planning services related to land use, housing, recreation, transportation, economic development, and environmental matters, as well as special projects of local and regional interest. The Commission that oversees this work is made up of 17 members including representatives from the Sangamon County Board, Springfield City Council, special units of government, and six appointed citizens from the City and County.

As part of its responsibilities, the SSCRPC serves as the joint planning body for the City of Springfield and Sangamon County. This work includes the review of proposed subdivisions of property and their development, making recommendations on all Springfield and County zoning and variance requests, overseeing the County's Zoning Department, and serving as the County's Floodplain Administrator.

Along with its on-going responsibilities to the City and County, the Commission also works with many other municipalities, public agencies, and public-private entities throughout the region to promote orderly growth and development. In carrying out its tasks, the SSCRPC conducts numerous research studies, analytic reviews and planning projects each year. In this regard it also acts in regional capacities, for example serving as the Metropolitan Planning Organization (MPO) for transportation planning and directing the development of the Sangamon Regional Comprehensive Plan.

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